DOCUMENT RESUME

ED 366 248 HE 027 090

TITLE	Reciprocity Agreements with Oregon, Idaho, and British Columbia. Status Report.
INSTITUTION	Washington State Higher Education Coordinating Board, Olympia.
PUB DATE	Aug 93
NOTE	14p.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC01 Plus Postage.
DESCRIPTORS	Community Colleges; Foreign Countries; Higher Education; *Negotiation Agreements; *Regional Cooperation; Regional Programs; State Boards of Education; *State Colleges; State Legislation; *Statewide Planning; *Tuition
IDENTIFIERS	British Columbia; Idaho; Oregon; *Tuition Reciprocity; Tuition Waivers; *Washington

ABSTRACT

The Washington State Higher Education Coordinating Board renegotiated reciprocity agreements with Oregon, Idaho, and British Columbia in light of state legislation curbing and reducing tuition waiver reciprocity. Legislation in 1992 required state institutions to reduce the total amount of operating fee revenue waived by 6.6 percent and allowed institutions to participate in tuition waivers at their discretion. Consequently Central Washington University has withdrawn from the program and the University of Washington plans a phased withdrawal. Students from British Columbia and Oregon who attend Washington four-year institutions will receive full waivers of the nonresident differential of $4,602 to $6,399 depending on institution and level of study. Partial waivers are typical for students from Idaho. Community colleges include a "surcharge" fee established in 1992 in calculating the tuition waived. Total amount waived by Washington and Oregon under terms of the 1993-94 agreement are relatively balanced. Relative balance also continues between Washington and Idaho in amounts waived. British Columbia participation in numbers of Washington students served is expected to be in balance with numbers of British Columbia students served in Washington. Separate sections discuss in detail the individual agreements with Idaho, British Columbia, and Oregon. An appendix shows participation rates for all reciprocity agreements since 1987-88. (JB)

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RECIPROCITY AGREEMENTS WITH OREGON, IDAHO, AND BRITISH COLUMBIA

• *Status Report* •

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AUGUST 1993

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INTRODUCTION

The Higher Education Coordinating Board is statutorily authorized to enter into reciprocity agreements with Idaho, Oregon, and British Columbia. To the extent authorized by the agreements, students from Washington may enroll at institutions in Idaho, Oregon, or British Columbia at a reduced tuition rate. The reciprocal agreements provide opportunities for residents of these states and the province to enroll at Washington institutions with a similar reduction in tuition. Agreements are negotiated separately with each state and the province. The first reciprocity agreement was authorized by the Washington Legislature in the late 1970s. Additions and modifications were subsequently enacted to create the program we now have.

Reciprocity agreements can provide regional access to very specialized programs. Sharing of educational resources can eliminate the need to maintain separate and often costly programs, and also provide the critical mass necessary to ensure the stability of quality programs. Agreements focusing on the needs of residents in bordering counties of two states can provide access to the closest college often located in an adjoining state which may be the only reasonable educational opportunity for placebound residents. Agreements with a foreign country, such as Canada, not only have programmatic advantages, but provide opportunities for cultural diversity as well.

Statutory language pertaining to both Idaho (RCW 28B.15.750 - .756) and Oregon (RCW 28B.15.730 - .736) requires calculation of each state's aggregate amount of tuition waived under the program. Furthermore, if both states agree, (i.e., Washington and Idaho; Washington and Oregon) then a determination that either state has waived a greater revenue amount than the other would result in restitution to be made for any difference greater than $25,000 per year. At the end of the first two years, 1979-81, of the Oregon agreement it was necessary for Washington to make restitution of $106,000 to Oregon for a difference in excess of $50,000 for the biennium. Since that time, agreements have been managed to assure that no restitution payments are required.

Authority to enter into agreements with British Columbia (RCW 28B.15.756 - .758) refers to number of students served rather than dollar amounts of tuition waived. When this statute was enacted, provincial institutions did not charge a nonresident differential to foreign or out-of-province students. The Washington statute, therefore, focused on "a balanced exchange of enrollment opportunities, without payment of excess tuition or fees." In 1984-85 nonresident fees at the undergraduate level were established in British Columbia's public universities and two-year institutions. However, reciprocity agreements continue to reflect numbers of students served. There is no stipulation that dollar amounts be balanced.

Until 1992-93, reciprocity with Oregon and British Columbia (BC) provided waivers of the full nonresident differential for all participating students. Agreements with Idaho provided a partial waiver of the nonresident differential at Washington institutions and the full nonresident differential at Idaho institutions. This arrangement allowed for an exchange between Washington and Idaho of an equal number of students, regardless of differences in tuition rates.

Legislation in 1992 required Washington institutions to reduce the total amount of operating fee revenue waived by 6.6 percent. Institutions were able to choose which waiver programs to reduce, and reciprocity was one of the potential reductions. Management of reciprocity differed across institutions. In the community colleges, the number of students participating in reciprocity was not reduced but a surcharge was imposed on all participating students. At four-year institutions, either the waiver amount was reduced which had the effect of the community colleges surcharge, or the number of participants receiving a full waiver was reduced.

During the 1992 negotiation process, responses from British Columbia, Idaho, and Oregon to these differing approaches reflected varying degrees of concern. Both Oregon and British Columbia were opposed to giving partial waivers, i.e., less than full nonresident differential. They believe the foundation of reciprocity is the exchange of students at resident rates and any modification of that principle would invite policies of increasingly smaller waivers for increasingly more students.

1993-94 RECIPROCITY AGREEMENTS

Legislative changes in Washington during 1993 have profoundly affected the current, and probably future, scope of reciprocity. The 1993 legislation provided that most tuition waiver programs, including reciprocity, will be awarded at the discretion of the institutions. Individual waiver programs, therefore, can now be reduced, or eliminated entirely. In addition, institutions are now authorized to retain tuition revenues rather than deposit these monies into the state General Fund. Coupled with overall reduced state funding, the result to date has been the complete withdrawal from reciprocity of Central Washington University and the phased withdrawal of the University of Washington, which will support only current reciprocity students through the completion of their program. Several other schools have reduced the numbers of students they will accept through reciprocity agreements.

The 1993-94 agreements for Washington's four-year institutions reflect overall decreases in numbers of students participating. However, based on the concerns of British Columbia and Oregon, their residents who attend Washington four-year institutions under terms of this agreement will receive full waivers of the nonresident differential. For 1993-94, undergraduate waiver amounts are: UW/WSU, $4,602; EWU/TESC/-WWU, $4,977. Graduate waivers are $5,985 and $6,399 respectively. For Idaho, the waiver is compatible with previous years' calculations to ensure that the amount waived by Washington institutions is consistent with historical practice. (See "Idaho" discussion below.)

Washington's community colleges, overall, are accommodating a few more reciprocity students than in the prior year. In determining the amount of tuition waived, the calculations continue the "surcharge" policy established in 1992. For Oregon and British Columbia recipients, the nonresident differential is waived except for a surcharge of 25 percent of the full-time residential operating fees For 1993-94, the amount waived is $3082.50 and the surcharge paid is $217.50 per academic year per full-time student. For Idaho, waivers are compatible with past practice.

The total amounts waived by Washington and Oregon under terms of the 1993-94 agreement continue to be relatively balanced. The relative balance also continues between Washington and Idaho in amounts waived. British Columbia's participation in terms of numbers of Washington students served is expected to be in reasonable balance with the numbers of British Columbia students served.

CURRENT STATUS OF AGREEMENTS

Reciprocity programs reached the highest level of participation during the 1989-91 biennium. Participation rates for all agreements since 1987-88 are shown in the appendix. The following information provides a brief history of each of the agreements, but focuses on the shape and scope of the 1993-94 agreements.

BRITISH COLUMBIA

In 1977, the Legislature authorized a waiver of nonresident tuition for undergraduate students from British Columbia at public four-year institutions, recognizing that British Columbia did not charge nonresident tuition at that time. Enrollment of British Columbia students paying reduced rates under the waiver program increased from 192 in fall, 1977 to nearly 550 in fall, 1980. In fall 1980 only 43 students from Washington were enrolled in British Columbia universities. In 1982, Washington's legislature repealed the waiver program.

The current statute was enacted in 1983. An agreement with each of the British Columbia universities is negotiated with the Ministry for Advanced Education, Training, and Technology (MAETT) and signed individually by the president of each university and by the Executive Director of Washington's Higher Education Coordinating Board. For the two-year colleges/institutes, the agreement is signed by the minister of MAETT and the Executive Director of HECB.

In 1984-85, after the Washington statute was enacted, provincial universities established a system of nonresident fees at the undergraduate level. Under the

agreements, Washington residents holding undergraduate visas at University of British Columbia, Simon Fraser University and University of Victoria pay only province rates. Although graduate students are not assessed nonresident fees in British Columbia, full-time graduate enrollments of Washington residents are considered in determining a balance of opportunities. Washington residents participating in this agreement at the BC two-year colleges/institutes also pay the same rate as province residents.

Residents from British Columbia participating in these agreements at Washington institutions receive a waiver of the nonresident differential. Staff at the BC Ministry of Education have stressed the importance of waiving the full nonresident differential in order to maintain reciprocal opportunities at resident rates. To date, agreements have addressed full-time students, although part-time students at BC two-year institutions are included in the calculation of FTE enrollment.

Washington institutions are encouraged, under terms of the agreement, to give first preference to students who are currently enrolled.

Four-Year Institutions:

The 1993-94 allocation of full-time waivers at four-year institutions is as follows:

WASHINGTON:	**1993-94**
British Columbia Universities	33
BRITISH COLUMBIA:	
University of Washington	1
Washington State University	8
Eastern Washington University	3
The Evergreen State College	3
Western Washington University	18
TOTAL	33

Compared to last year the total number is lower: 45 British Columbia students were accommodated during 1992-93 at Washington four-year institutions.

Two-Year Colleges/Institutes:

In 1987, the Legislature amended the statute to authorize the Board to enter into an agreement with British Columbia on behalf of Washington community colleges. The Board followed the precedent set by previous community college agreements and targeted the new BC reciprocity program to Washington's northern-most community colleges, those closest to potential BC participation. The initial arrangement, effective winter term 1988, permitted an exchange of 15 students. A 12 student exchange, the same number as last year, was arranged in the 1993-94 agreement as shown below:

WASHINGTON:	**1993-94**
British Columbia Community Colleges and Institutes	12
BRITISH COLUMBIA:	
Big Bend Community College	2
Skagit Valley College	2
Community Colleges of Spokane	3
Wenatchee Valley College	3
Whatcom Community College	2
TOTAL	12

Washington institutions, both four-year and two-year, in total will waive approximately $210,500 this year for residents of British Columbia under terms of the agreements.

IDAHO

Two agreements with Idaho began in 1984-85: one with the Idaho State Board of Education, and another with North Idaho College.

Idaho State Board of Education (ISBOE)

The agreement with the ISBOE permits exchanges with several of Washington's four-year institutions. The Evergreen State College and Central Washington University

are not included in the agreement. Participating Washington institutions waive a portion of the nonresident differential for each Idaho full-time student. The amounts, equal to the average Idaho nonresident differential since Idaho institutions charge various tuition rates, provide an exchange which is financially balanced and available to an equal number of students from each state. For 1993-94, amounts waived by Washington institutions are: $2,160 per academic year at four-year institutions, and $1,602 at Walla Walla Community College.

The agreement includes language regarding certain priorities. Lewis-Clark State College in Idaho is directed to give priority to upper-division students enrolled in programs not offered by Walla Walla Community College. In Washington, priority for graduate studies leading to certification as a Communication Disorder Specialist is specified for a total of five Idaho residents at Washington State University and Eastern Washington University. Walla Walla Community College will give priority to students enrolled in nursing at the Clarkston Center. In general, Washington institutions are directed by the agreement to give priority for degree programs not available in Idaho. Both Idaho and Washington will afford priority, generally, to currently enrolled students who maintain satisfactory academic performance.

The distribution of students under the 1993-94 agreement with the Idaho State Board of Education is as follows:

WASHINGTON:	**1993-94**
Boise State University	18
Idaho State University	18
Lewis-Clark State College	37
University of Idaho	60
TOTAL	133
IDAHO:	
Washington State University	60
University of Washington	12
Eastern Washington University	16
Western Washington University	2
Walla Walla Community College	43
TOTAL	133

Under the Idaho State Board of Education agreement, each state is serving a like number of students and achieving a financial balance of amounts waived. Although participation by Washington's four-year institutions has decreased compared to last year, the decrease is offset by a larger number of students at Walla Walla Community College. The aggregate tuition amounts waived by each state under this agreement are approximately $263,000, which is $20,000 greater than that waived last year.

North Idaho College (NIC)

The second Idaho agreement, with NIC in Coeur d'Alene, extends reciprocity to that two-year institution over which the Idaho State Board of Education has no jurisdiction. Initially this agreement provided access for Washington residents at NIC, and for Kootenai County residents who had junior, senior, or graduate standing at Eastern Washington University, and provided an exchange with the Community Colleges of Spokane.

The 1984-85 agreement with NIC provided full waiver of the nonresident differential at Washington institutions. Because of wide differences in tuition charges, the full waiver approach provided service to a limited number of Kootenai County residents. With the 1985-86 agreement, the differential waived at Washington institutions was reduced to be consistent with the agreement with the Idaho State Board of Education, thus enabling more students to participate. In 1990-91, participation was expanded to include Idaho residents from Benewah, Bonner, Boundary, and Shoshone counties. The 1993-94 agreement covers the same five counties, and NIC waiver amounts are the same as provided in the agreement with the ISBOE.

The NIC agreement provides priority placement at Eastern Washington University for residents of the five counties who 1) graduated with an Associate of Arts degree from North Idaho College, 2) are employed as faculty or staff by NIC, 3) other bona fide residents.

The distribution of students under the 1993-94 agreement with North Idaho College is as follows:

WASHINGTON:	1993-94
North Idaho College	88
NORTHERN COUNTIES OF IDAHO:	
Eastern Washington University (upper division/graduate)	45
Community Colleges of Spokane	17
TOTAL	62

The aggregate of tuition waived by North Idaho College and Washington is approximately $124,500 each under this agreement. This amount is nearly identical to last year.

OREGON

The first agreement with Oregon in 1979 sought to provide increased access for border residents of both states to the closest college in the neighboring state. Consistent with the authorizing statutes in each state, participating institutions included: Portland State University (authorized to receive qualified upper-division students from the southwest Washington counties of Cowlitz, Clark, Wahkiakum, Skamania, and Klickitat); Lower Columbia and Clark Community Colleges (for residents of Columbia and Hood River counties in Oregon residing outside community college districts and for whom a local property tax provision had been made for postsecondary services); Walla Walla Community College (for residents of the Milton-Freewater area in the Blue Mountain District); and The Evergreen State College (for Oregon residents who qualified for and attended upper division programs offered in Vancouver, Washington).

In 1983, the Legislature amended the statute to authorize broader agreements with Oregon. The agreement was expanded to include specific graduate programs offered by Washington State University through the Southwest Washington Joint Center

for Education at Vancouver and The Evergreen State College at Olympia. In 1985-86, Oregon Technical Institute became a participant.

In 1991, Oregon voters adopted Measure 5, which limited property taxes for K-12, requiring state revenue be used to address any shortfall. There was a decrease in state revenue available to public higher education and the state reduced enrollments and cut programs in its public institutions. Reciprocity participation at several Oregon four-year institutions was reduced to accommodate only continuing students.

In 1992-93, Washington legislation imposed reductions to tuition waivers at Washington institutions, which prompted further reductions in the Oregon agreement, including cuts in both the number of students and the amount being waived per student.

In 1993-94, only two of Oregon's four-year institutions continue to participate in reciprocity: Portland State University and Oregon Institute of Technology. The number of reciprocity recipients has declined since last year. For Washington, four-year participation has been reduced, but the full nonresident differential is now being waived for individual students. As in previous years, participating institutions are encouraged to extend first preference to eligible students who are currently enrolled.

The allocation of 1993-94 waivers at four-year institutions is as follows:

WASHINGTON:	**1993-94**
Portland State University	259
Oregon Institute of Technology	60
TOTAL	319
OREGON:	
University of Washington	15
Washington State University	44
Eastern Washington University	6
Western Washington University	4
The Evergreen State College	28
TOTAL	97

1993-94 waivers at Washington's two-year institutions have increased compared to last year, and Oregon's participation is nearly unchanged. Current participation is reflected below:

WASHINGTON:	1993-94
Blue Mountain Community College	6
Central Oregon Community College	3
Clackamas Community College	32
Clatsop Community College	63
Columbia Gorge Community College	59
Mt. Hood Community College	56
Portland Community College	54
Rogue Community College	1
TOTAL	274
OREGON:	
Clark Community College	165
Columbia Basin Community College	20
Lower Columbia Community College	215
Walla Walla Community College	125
Yakima Valley Community College	15
TOTAL	540

At four-year institutions, participation numbers are for full-time students, while community college numbers represent FTEs, including both full- and part-time students. Participation by Washington State University (WSU) includes providing access to part-time students at branch campuses in Vancouver and the Tri-Cities. WSU is responsible for allocating reciprocity spaces to the branch campuses from the university's total allocation.

The reciprocity agreement with Oregon is negotiated for the biennium. Under terms of this agreement, the exchange is financially balanced: the average aggregate tuition waived by each state during 1993-94, the first year of the biennium, is approximately $2.1 million.

APPENDIX

RECIPROCITY AGREEMENTS – HISTORIC PERSPECTIVE

	1987-88	1988-89	1989-90	1990-91	1991-92	1992-93	1993-94
BRITISH COLUMBIA							
Washington Residents at British Columbia							
Four-Year	67	67	60	63	53	45	33
Two-Year	15	15	15	15	8	12	12
Total	82	82	75	78	61	57	45
B.C. Residents at Washington							
Four-Year	67	67	60	63	53	45	33
Two-Year	15	15	15	15	8	12	12
Total	82	82	75	78	61	57	45
IDAHO							
Washington Residents at Idaho							
Four-Year	100	100	165	165	165	133	133
Two-Year	95	95	120	110	110	87	88
Total	195	195	285	275	275	220	221
Idaho Residents at Washington							
Four-Year	139	139	189	188	188	153	135
Two-Year	22	22	37	37	37	37	60
Total	161	161	226	225	225	190	195
OREGON							
Washington Residents at Oregon							
Four-Year	643	643	688	688	484	458	319
Two-Year	273	273	273	273	273	273	274
Total	916	916	961	961	757	731	593
Oregon Residents at Washington							
Four-Year	322	322	335	335	249	170	97
Two-Year	460	460	465	465	462	459	540
Total	782	782	800	800	711	629	637
TOTAL RECIPROCITY							
WA Residents Out							
Four-Year	810	810	913	916	702	636	485
Two-Year	383	383	408	398	391	372	374
Total	1,193	1,193	1,321	1,314	1,093	1,008	859
Nonresidents In							
Four-Year	528	528	584	586	490	368	265
Two-Year	497	497	517	517	507	508	612
Total	1,025	1,025	1,101	1,103	997	876	877